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ABSTRACT

                Findings from a study to formulate a comprehensive
program for the promotion of greater gender equity for women in
educational administration, especially at the secondary principal
level, are presented in this report. Two research focuses include an
assessment of the status quo of women in educational administration
in the United States, United Kingdom, and the Republic of South
Africa and an assessment of current academic and professional
educational administration training and development programs for
women in those countries. Questionnaires were mailed to a random
sample of 46 respondents, 60 percent male and 40 percent female, from
26 academic and professional education institutions in those three
countries. Findings indicate that gender role stereotyping is the
major factor affecting the status quo of women in educational
administration. A model is proposed for the South African Women Into
Educational Management program (SAIWEM), which addresses the unique
needs of female educational administrators in three areas: the
reduction of internal and external barriers and the provision of
professional development opportunities. A recommendation is made for
the holistic implementation of the three subprograms--ancillary,
auxiliary, and educational management development. Three figures are
included. (31 references) (LMI)

THE UNTAPPED HUMAN RESOURCE : AN HOLISTIC APPROACH TO WOMEN IN EDUCATIONAL ADMINISTRATION

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THE UNTAPPED HUMAN RESOURCE: AN HOLISTIC APPROACH TO WOMEN IN EDUCATIONAL ADMINISTRATION

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Introduction

The historical and present participation of women in the mutually dependent professions of teaching and managing in education in the United States of America (USA), United Kingdom (UK) and Republic of South Africa (RSA) confirms the fact that a marked degree of gender imbalance occurs in the profession of educational administration, with women being extremely under-represented. The common assessment that **women teach and men manage** in the schools (Marshall & Mitchell, 1989:4) still holds true, despite a multitude of strategies to rectify the gender imbalance in educational administration.

Objectives

The main objective of this research is the formulation of a comprehensive programme to afford greater gender equity for women in educational administration, especially at the secondary school principal level. The focus is therefore two-fold: an assessment of the *status quo* of women in educational administration in the USA, UK and RSA, and an assessment of current academic and professional educational administration training and development programmes for women in these three countries.

Theoretical framework and statement of the problem

According to existing documentation, gender inequity and under-representation of women in educational administration has been researched in the USA for more than two decades, during the past decade in the UK, and only very recently in the RSA. Models proposed by Shakeshaft (1987:13) and Schmuck (1987:4-12) show that research on women in educational administration in the USA answers chronologically to what is the *status quo*; what historical trends are present; what factors cause the *status quo*; how can an improved situation be effected, and what theoretical changes are necessary? Shakeshaft (1987:7) claims that research in the USA has reached

the stage whereby a challenge is being offered to existing educational administration theory to include both men's and women's experiences. This indicates a call for new theoretical paradigms within the discipline in the USA. In the UK, hypotheses concerning research on gender issues in educational administration have recently been proposed, which, according to Hall (1988:62), should lead to a greater understanding of the issue. In the RSA there is a minimum amount of available research on gender issues in education, relating more to the general position of women within the education profession (Lane, 1988:2, Hillebrand, 1989:70-95) and not specifically to women in educational administration. The RSA is therefore at the "what is the *status quo*" research stage, with a slow awakening to the actual position of women in educational administration.

Although the current representation of women in educational administration is difficult to pinpoint due to the availability and validity of statistical data (Shakeshaft, 1987:20, Schmuck, 1987:86), the representation of women in the secondary school principalship is evidently low (8 - 20%) in the USA (Shakeshaft, 1987:20, Schmuck, 1987:84-86, Pellicer *et al.*, 1988:8-9), lower (4-17%) in the UK (Riches, 1988:36-37), and extremely low at less than 1% in white education in the RSA (Lane, 1988:12). According to Whitaker and Lane (1990:8), 16% of elementary and secondary school principalships in the USA in 1981-1982 were held by women, and the figure increased to 21% in 1984-1985.

A classic example of "**women teach and men manage**" is given in Figure 1 which depicts the percentage distribution of males and females on post levels 1-6 in education in the RSA (post level 1 is that of teacher, progressing through head of department, junior and senior deputy principal to principal on post levels 5 and 6) (adapted from Lane, 1988:7).
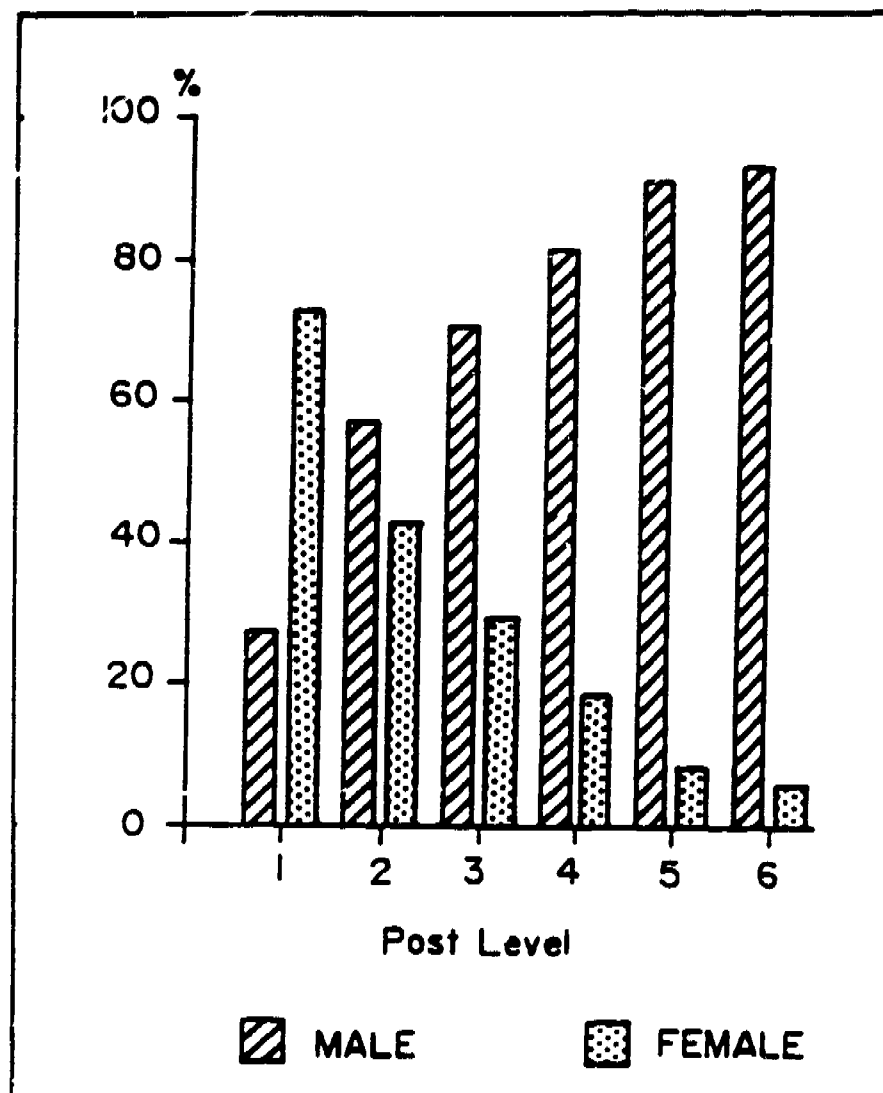
Figure 1 : Percentage distribution of males and females on post levels 1-6 in education in the RSA (1988)

This under-representation of women in educational administration is occurring despite the fact that women form approximately two-thirds of the total teaching force in each of the countries.

In this study an attempt is made to seek a viable solution to the problem - a solution which may afford women a more equitable positon within the ranks of educational administration.

Research method and data source

The very wide nature of the field. and the fact that this is the first known research into women in educational administration in the RSA. led to an exploratory study wherein use was made of an integrated research method. An extensive literature study of existing research in more than 400 sources was conducted and the information was integrated with supplementary and

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complementary quantitative and qualitative empirical data gained from formal interviews using a structured questionnaire. Sections on the questionnaire dealt with societal gender equity attitudes and legislation, attitudes toward gender equity in educational administration and the *status quo* of gender related issues at both academic and professional training institutions including dual-sex and single-sex training programmes.

A random sample of 49 respondents from 26 academic and professional educational institutions in the USA, UK and RSA was determined by evident expertise in the literature and involvement in educational administration at various levels. The respondents consisted of 60% males and 40% females, 82% holding qualifications in educational administration, with 80% being directly affiliated to universities. Empirical data was processed and integrated into the relevant sections of the research project in supplementation, complementation or confirmation of information from the literature study. In this manner an extensive review and assessment was made of both the **status quo of women in educational administration** and the **programmes available for their training,** thereby facilitating the **formulation of a comprehensive and holistic programme** for women aspiring to educational administration positions. (NB. The literature reveals a confusing use of the terms **administration** and **management**. The term **administration** is used mainly in the USA to carry the same connotation as the term **management** as used in UK and RSA literature. For the purpose of this study the terms are used interchangeably.)

Results

According to existing research, multi-faceted variables have been identified as affecting the *status* quo of women in educational administration in varying degrees. These include societal perspectives of women, gender anomalies in formal and informal education, gender career options and patterns, historical and current gender trends on horizontal and vertical continuums in the education profession and numerous overt and covert intrinsic and extrinsic factors which function on individual, organizational and societal levels. These variables are present in the three countries of this study to a greater or lesser extent.

The reasons for the current position of women in educational management are therefore complex and diverse. Socialized stereotyping of traditional gender

roles, and the associated attitudes of both males and females, are evidently the major factors underlying the variables which function at individual, organizational and societal levels, compounding and negatively affecting the position of women in educational administration. Efforts to cause change at any of these levels would, of necessity, affect inherent and fundamental life philosophies, and thereby also the cultural norms, values and standards associated with gen. 'er issues.

The importance of seeking a solution to the gender equity problem in educational administration is emphasised by the fact that currently women are increasingly opting for non-traditional careers with a tendency for high-calibre women either to choose not to enter the teaching profession (Biklen, 1987:223), or to leave the teaching profession and to enter professions offering greater career progression opportunities (Klein et al.. 1985:493, Schmuck, 1987:93).

It was also found that much attention has been paid to training and development for educational administration positions in recent years. A wide range of diverse dual-sex and single-sex educational administration training and development programmes is available in the USA, less in the UK, and a very limited range of dual-sex programmes. mainly academic in nature, is available in the RSA. Both the academic and emergent (more professional) dual-sex programmes cater basically for the development needs of both men and women and there is a growing awareness of gender issues and specific gender training needs in these programmes. especially in the USA. The movement toward individualized training is a further contribution to gender specific training needs. The single-sex programmes are designed specifically for the training of women, thereby acknowledging gender differences in management training needs. There is also evidence of special recruitment programmes for training, financial assistance and courses and workshops on overcoming specific barriers to women in educational administration.

Educational administration positions, and especially that of the principalship, were found to be universal and gender-free positions, in which both men and women function effectively, yet uniquely, affording both men and women an equitable management role in the education profession. The current gender dualism anomaly shows that equivalency is not present, indicating that recognition should also be given to gender commonalities and differences.

The management roles and skills should be viewed as common to both men and women, yet uniquely executed according to both individual and gender differences.

The evident complexity of the diverse problems surrounding women and their training needs in educational administration therefore necessitates a return to fundamental philosophies pertaining to the universality of mankind and the individuality of both men and women, each with their unique and complementary contribution to life.

An overall assessment confirms that little change in women's position has occurred. Despite the successes achieved in the training of women and the increased reservoir of highly and suitably qualified women especially in the USA, there is no real increase in the numbers of women in tne principalship (Marshall & Mitchell, 1989:11), and there is evidence of growing disillusionment on the part of women (Ortiz & Marshall, 1988:137). Noid et al. (1988:15) state that the "slowness of change" in women's representation in educational administration is "alarming" if one considers that there has been a dramatic increase in the number of women currently receiving management credentials. Riches (1988:41) states that "it is argued that programmes designed to promote women managers within a patriarchal system have largely failed in the USA and are unlikely to succeed in Britain".

It is therefore concluded that the problems surrounding the gender inequity and imbalance in educational administration are multi-faceted, warranting a multi-faceted approach to seeking solutions. An holistic approach to women in educational administration is therefore proposed, based on the multitude of complex and diverse variables found in this study.

A total South African Women Into Educational Management programme (SAWIEM)(cf. Figure 2) is proposed, addressing the unique needs of women for the gender-free position of educational administrator (manager).
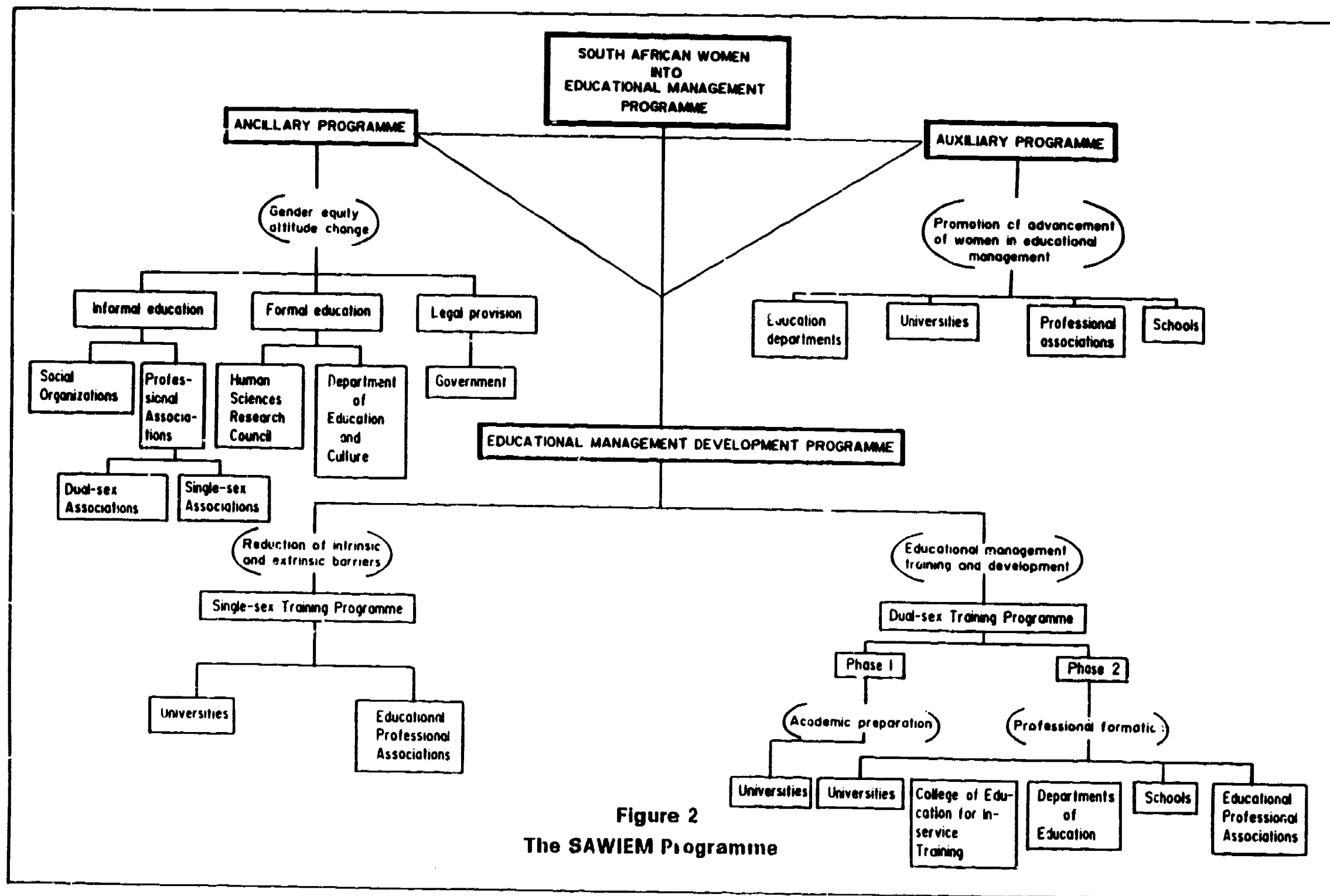
SOUTH AFRICAN WOMEN
INTO
EDUCATIONAL MANAGEMENT
PROGRAMME

ANCILLARY PROGRAMME

AUXILIARY PROGRAMME

(Gender equity attitude change)

(Promotion of advancement of women in educational management)

Informal education

Formal education

Legal provision

Education departments

Universities

Professional associations

Schools

Social Organizations

Profes-sional Associa-tions

Human Sciences Research Council

Department of Education and Culture

Government

Dual-sex Associations

Single-sex Associations

EDUCATIONAL MANAGEMENT DEVELOPMENT PROGRAMME

(Reduction of intrinsic and extrinsic barriers)

(Educational management training and development)

Single-sex Training Programme

Dual-sex Training Programme

Universities

Educational Professional Associations

Phase 1

Phase 2

(Academic preparation)

(Professional formatic)

Universities

Universities

College of Education for In-service Training

Departments of Education

Schools

Educational Professional Associations

Figure 2
The SAWIEM Programme

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Although designed for South African women. this approach is easily adaptable to the specific needs and conditions in the other countries of this study. The SAWIEM programme incorporates sub-programmes designed to facilitate the necessary changes at societal. institutional and individual levels, thereby offering a viable solution to the under-representation of women in educational administration, and particularly at the secondary school principal level in an holistic manner.

A brief discription of the salient points of the SAWIEM programme is given in the following section.

THE SAWIEM PROGRAMME

1   STRATEGY AREAS OF THE SAWIEM PROGRAMME

The three major strategy areas of the SAWIEM programme surround the reduction of internal barriers for women. the reduction of external barriers. and the provision of educational management development opportunities to equip women with the specific expertise required for management positions. at both individual and institutional levels.   Interdependence and interrelatedness of strategy areas and levels are indicated by means of arrows as depicted in Figure 3.
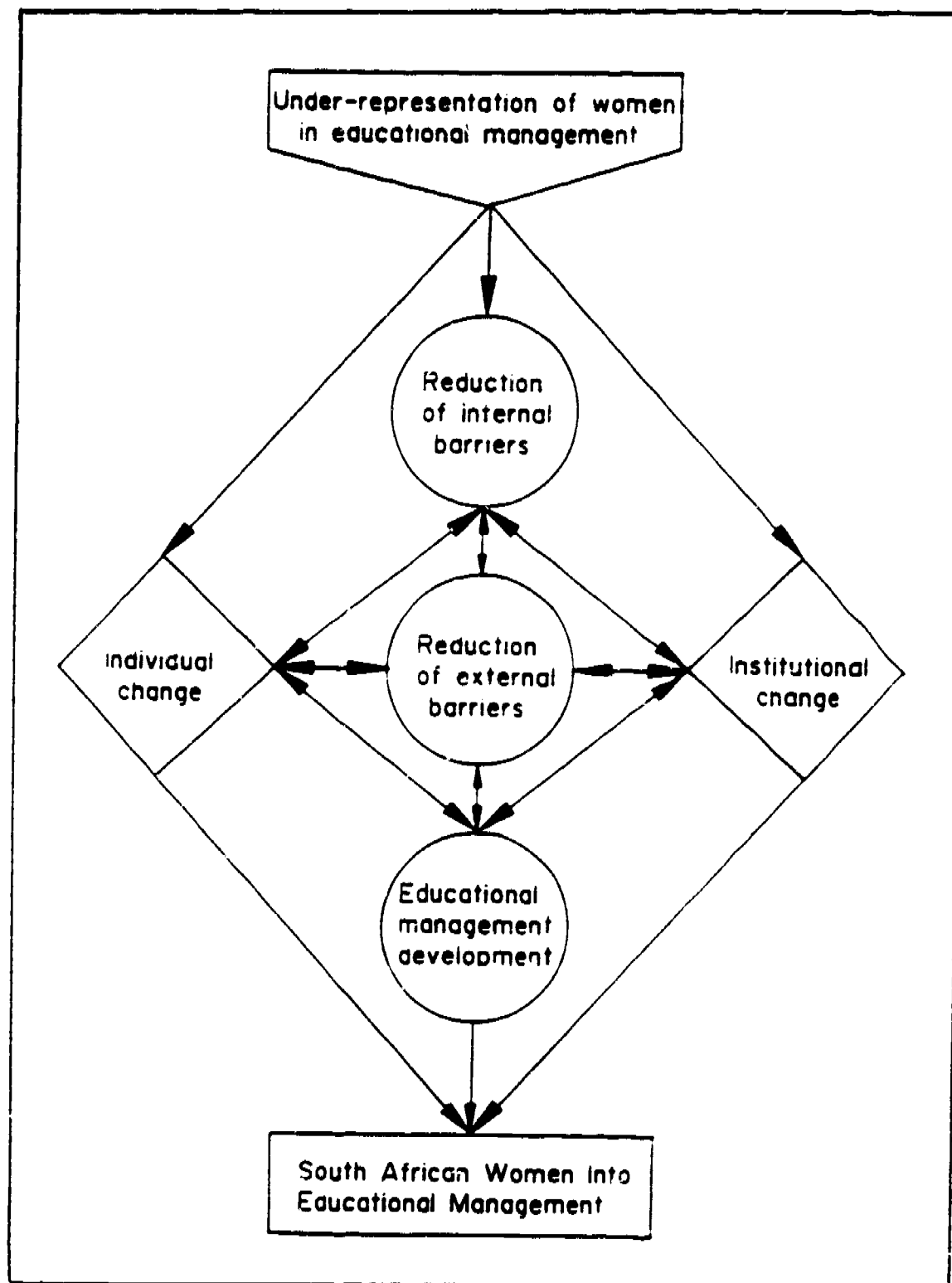
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Figure 3: Major strategy areas in the SAWIEM programme

The nature and extent of any change will depend on the nature of the programme and the extent of implementation across the spectrum of the three major stragegy areas.

2 **MAJOR COMPONENTS OF THE SAWIEM PROGRAMME** (cf. Figure 2)

The complexities underlying the three major strategy areas demand the use of three sub-programmes, designed for simultaneous implementation:

- **Ancillary programme**: to facilitate changes peripheral in nature for women in educational management at individual and institutional levels throughout society

- **Auxiliary programme**: to promote advancement of women into educational management

- **Educational management development programme**: to equip women with the essential expertise required by educational managers.

A cursory description of each sub-programme follows.

2.1 THE ANCILLARY PROGRAMME

2.1.1 The **main aim** of this sub-programme is the facilitation of an **awareness and change** throughout society regarding the **general attitude toward gender equity**. This would, of necessity, involve a highly complex major programme, instituted to bring about changes at both institutional and individual levels concerning virtually every aspect of life in which men and women play a role. The negative connotations within the traditional stereotyped paradigm of gender attributes and roles could be counteracted, thereby improving the general status of women in society and the perspectives held of women. This attitude change would affect the cultural norms, values and standards associated with gender issues, thus indirectly affecting women in education, and more specifically, women in educational management

2.1.2 **Examples** of ancillary programme implementation include.

- **Informal education provision for gender equity**
  Social and professional groups, where individual and institutional growth and development opportunities occur, should formulate and implement policies for the promotion of gender equity issues. Particular emphasis should be placed on gender equity issues in the variety of single-sex organizations for women. The umbrella national service body for promoting socio-economic interests of women, which acts as a linking body for all South African women's organizations (*Woman's Bureau of South Africa*) and as an official mouthpiece on women's issues at government level, should co-ordinate and propogate this awareness, and contribute toward the eventual institution of gender equity legislation at government level.

- **Formal education provision for gender equity**
  Gender equity research in all levels of formal education should be promoted. A national research structure such as the *Human Sciences Research Council* should promote this research through the universities. Results of this research would identify current gender anomalies affecting the relative position of women and lead to policies to counteract or rectify current practices. Examples of strategies for change could include

  - curricula changes to prepare both men and women for greater gender equity in a series of life roles

- curricula changes to ensure a more equitable access to and participation in higher education for women

- curricula changes to provide for greater gender equity in aspirations and access to a wider variety of careers

- structural changes to include more women in management positions in the education profession to act as role models and mentors for girls and women

- **Legal provision for gender equity**

  According to the research, legal provision for gender equity in employment is a prerequisite of, and contributing factor to gender equity in educational management. Statutory provision for and promotion of gender equity at government level would allow for gender equity policies within education departments and bodies to be implemented and promoted. A formal official mechanism for comprehensively planned and controlled affirmative action should be instituted, designed specifically to reduce and remove gender inequities throughout the institutions in society, with emphasis on the actual promotion of women.

2.1.3 **Implementation** of the ancillary programme in the short-term requires immediate action by women's organizations and the initiation of research projects. The growth in the programme should be depth- and quality-related, thus bringing about awareness of the issue and a slow but eventual attitude change, which would be directional from societal attitudes to the actual position of women in educational management.

2.2 THE AUXILIARY PROGRAMME

2.2.1 The **main aim** of the auxiliary programme is to **promote the advancement of women** into educational management positions through both individual and institutional change, based mainly on the reduction of intrinsic and extrinsic barriers to women's advancement in educational management. The auxiliary programme is designed to operate through various actions in education departments, schools, universities and professional educational associations.

2.2.2 **Examples** of auxiliary programme implementation include:

- **Auxiliary programme in education departments**

  National education policies should be formulated, implemented and controlled by education authorities concerning the following **general** issues which affect women in educational management **indirectly**:

  - removal of overt evidence of gender disparities (eg. salary, service benefits, etc.)

  - specification of educational management qualifications as essential requirement for management positions

- specification of criteria for training and development programmes to meet the requirements of current and future educational managers

- formulation of additional and more objective ciriteria and procedures for management personnel selection

National policies should be formulated concerning the following **specific** issues which will affect the advancement of women in educational management **directly**:

- special affirmative action for advancement of women into educational management positions. based on statutory provision for promotion of equity at government level

- special implementation and control measures for the affirmative action.

- **Auxiliary programme in educational management departments at universities**
Specific provision should be made for

- extensive research on women in educational management to form the basis of a sub-discipline concerning women and gender issues for inclusion in the total study field of educational management

- recruitment of women faculty members. thereby creating greater equity, awareness and promotion of these issues at this level: providing in the need for same-sex role models and mentors. and reducing the barriers of tokenism and marginality for women managers

- active recruitment of women students for educational management courses

- inclusion of theoretical and practical aspects of educational management during initial teacher training to facilitate higher career aspiration levels in women.

- **Auxiliary programme in professional educational organizations**
Professional organization is used in this context to indicate institutions which offer educational management programmes other than traditional academic degree courses. Auxiliary programme action in these organizations includes:

- establishment of sub-groups for women to create networking facilities

- motivation of women to play an active role in the organization's activities

- active recruitment of women to attend training programmes

- creation of opportunities for women to develop their specific management potential during programmes offered

- inclusion of gender-related subject matter in activities

- implementation of gender equity policies.

Umbrella national bodies such as the *Teachers' Federal Council* and the *Education Association of South Africa* in the RSA should be proactive in this regard to reach all relevant professional educational organizations.

- **Auxiliary programme in schools**
  Action in this programme at school level includes the following:

  - creation of awareness of educational management equity issues among staff at all levels of the school management hierarchy

  - appointment of more women into management positions to reduce the barrier of tokenism and marginality, and to provide same-sex role models for women

  - proficiency by school principals in staff development and mentoring, especially of women

  - encouragement of participation of women on school councils (responsible for selection of staff) to counteract effects of gender filtering in selection.

2.2.3 **implementation** of the auxiliary programme should be simultaneous in all areas, and not directional from one area to another. The quality of implementation will determine the rate of both individual and institutional change. The extent of the simultaneous implementation of the ancillary programme will also affect the nature and extent of implementation of the auxiliary programme. The services of a programme co-ordinator, with the necessary authority and expertise at national level, should be used for implementation and control.

2.3 **THE EDUCATIONAL MANAGEMENT DEVELOPMENT PROGRAMME**

2.3.1 The **main aim** of this programme is to **prepare and train women for educational management positions.** Although this can evidently be successfully achieved through conventional dual-sex training programmes. and that the gender-free position of school principal implies that gender-free training should suffice for the training needs of both men and women. certain elements in the preparation for management training are unique to the needs of women. and may be successfully handled in a single-sex training programme. Current fragmentation of training provision and the lack of comprehensive educational management training and development policies compound this issue.

2.3.2 The **structure** of the educational management development programme includes:

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2.3.2.1 The single-sex programme

This programme is designed to prepare women for participation in the conventional dual-sex training programme. The reduction of intrinsic and extrinsic barriers for women is a high priority, including emphasis on self-development and career planning. The programme should be presented in a series of short seminars/workshops to be accommodated as an in-service training facility, thereby being more easily accessible to women. The seminar/workshop mode of presentation should be used to encourage maximum participation. Experiential learning opportunities should be created and presenters should include both men and women.

In order to make the programme available to as many women as possible, the universities should assume the major responsibility for the training, and where feasible, work together with professional associations to create continuous self-development opportunities for women.

This programme is viewed as an **interim** measure and it is postulated that the necessity for single-sex training will be lessened once the ancillary and auxiliary programmes are fully operational.

2.3.2.2 The dual-sex management development programme

This programme is designed to provide in the needs of both men and women according to their respective needs for effective functioning in the gender-free position of the principalship. Special provision is made for the management training needs of women, thereby allowing for differentiation in training according to gender differences.

The **aim** of the dual-sex training is the academic and professional management development of principals. The programme is designed for initial training and continuous development, contained in Phase 1 (academic preparation) and Phase 2 (professional formation) training activity, which should contribute toward continuous development throughout a career.

Phase 1 of the dual-sex programme: Academic preparation

Initial academic preparation in the form of traditional theory-oriented academic training is proposed as being essential for the conceptual development of the participants. Changes to existing courses at universities would include the application of the proposed auxiliary programme action, and the specific inclusion of theoretical course content concerning the available research on women in educational management. Further short-term changes should include adjustment to the instructional mode to include more experiential learning, and adjustment to course content to include training which is more practically oriented.

A validated assessment centre procedure is proposed for use at universities for both the identification of management potential and for the newer, multi-purpose training-

related functions. Particular significance for women lies in the fact that identification of management potential facilitates career planning and further training, a fair and objective assessment is given, and personnel management strengths and weaknesses are identified, facilitating personalized development. Validated assessment centre results could also be made available for selection purposes, and incorporated in academic qualifications.

Phase 2 of the dual-sex programme: Professional formation

This phase consists of continuous educational management professional formation training opportunities, characterized by more practical orientation, and designed for the development and practice of skills for effective functioning in the principalship. The variety of professional formation opportunities are the combined responsibility of universities, colleges for in-service training, education departments, schools and professional associations. To prevent fragmentation, a central body consisting of representatives from the various organizations should be instituted to co-ordinate and eventually standardize the training opportunities offered.

Examples of proposed professional training opportunities include:

* **Beginner principal training**

    This should be provided in a series of seminars/workshops for the particular training of newly appointed principals, focusing on general management training and the training of the specific skills and needs of a person entering the principalship. Special attention should be paid to specific needs and obstacles for women. These courses should be the responsibility of education departments, drawing on the expertise of academics and practitioners in their presentation.

* **In-service training institutes**

    These should be presented at regular intervals for continuous development of practice-oriented skills. A co-ordinated programme should be planned by academic and professional training institutions. Initial training institutes should be a week or longer in duration to allow for intensive skill training. Thereafter, participants should be motivated via a credit system to attend regular follow-up shorter institutes. Techniques should be experiential in nature, using both male and female presenters and specifically allowing for gender differences in development and application of skills.

* **Principals' centres**

    Principal's centres should be established at local level to provide in specific training needs as identified by principals. The responsibility for this training rests solely on the principals in an area, thereby creating an opportunity for both men and women to direct the nature of their training in a supportive manner. Frequent short meetings should occur on a regular basis, with women being encouraged to

participate fully. Principals' centres for women principals could be instituted once more women are appointed at principal level.

- **Educational management meetings and conferences**

These meetings should be held at regular intervals under the auspices of the professional associations. Auxiliary programme action should facilitate greater participation by women, and the networking advantages of these meetings would benefit women. Aspects specifically concerning women should form part of the agenda, and could also form the total theme of some conferences.

- **Training provision at schools**

The effect of the auxiliary programme action at schools should create in-service training opportunities via staff development for both men and women. Identification of potential managers and mentor training relationships could be most beneficial to women.

- **Training simulation seminars**

The institution of an individualized simulation seminar is proposed for application in the long-term. depending on the necessary structures required for its operation and its dependence on a valid assessment centre procedure for successful implementation. The current success of this training approach and the particular significance thereof for women warrants the planning and institution of simulation seminars.

Implementation of the proposed professional training opportunities should occur simultaneously, creating immediate training facilities for both men and women aspiring the management positions. in transition to management positions and for those already in management posts.

3 **IMPLEMENTATION AND CO-ORDINATION OF THE TOTAL SAWIEM PROGRAMME**

The degree of success of the total SAWIEM programme with its ancillary. auxiliary and educational management training sub-programmes will depend on the nature and quality of implementation and degree of co-ordination. The complex interrelated and interdependent nature of the three main sub-programmes necessitates that the total SAWIEM programme should be instituted as a whole and not in phases.

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Implications of the SAWIEM programme for women in educational management

The SAWIEM programme could hold the following specific implications for women in educational management:

- **Greater gender equity in educational management,** thereby

  - affording women greater opportunities for self-actualization in the upper echelons of their chosen careers

  - affording women greater recognition for their role in education

  - facilitating career planning beyond the horizons of the classroom for those who aspire to management positions

  - facilitating the reduction of many barriers to women's advancement

  - encouraging high-quality women to enter the teaching profession as a career which affords women equitable opportunities to reach high-ranking positions

- **Greater awareness of women in educational management,** thereby

  - increasing the need for research on the issue

  - reducing the effect of many barriers to advancement

  - increasing the awareness of gender commonalities and differences

- **Greater opportunities for personal and professional growth** through

  - training facilities designed to incorporate women

  - management experience in actual promotion positions.

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Although the total effect of the SAWIEM programme cannot be defined before implementation, the implications of the programme hold positive connotations for both men and women in the education profession.

The current political, economic and social developments in the rapidly changing Republic of South Africa have led to the official announcement of extensive education reform for the near future. As recently as 1 February 1991, it was stated that the different education departments for the various groups in South Africa will merge to form one education system. It is proposed that the SAWIEM programme be included in the overall strategy of the new education system to the benefit of all women in South African education.

It is further proposed that the core elements of the SAWIEM programme are easily adaptable to the specific conditions in both the United States of America and the United Kingdom.

A place in the sun...

This holistic approach to the development of women for management positions in education is viewed as a means by which women may make an even greater contribution to the quality of the education of our youth.

The potential of this untapped human resource is yet to be realized.

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